



California Terrorism Response Plan

An Annex to the State Emergency Plan

**March 1999
(Updated February 2001)**

Arnold Schwarzenegger
Governor

Henry R. Renteria
Director
Governor's Office of Emergency Services



GOVERNOR GRAY DAVIS

March 16, 1999

TO: Local Governments and State Agencies Throughout California

The *California Terrorism Response Plan* is a critical document for guiding and directing the management of emergency and disaster operations related to terrorism incidents. Like the *California State Emergency Plan* of which the *California Terrorism Response Plan* is a part, this document describes not only the State government's response to terrorism incidents, but the response of all levels of government.

This Plan has been developed within the framework of the Standardized Emergency Management System and is integrated with federal terrorism response documents. This document provides the vision necessary to continue planning for these types of emergencies and disasters in California. It also reflects the continued determination of the California Emergency Organization to protect public health and safety, property, and the environment during terrorism incidents.

The present document, which has been approved by the California Emergency Council, continues this tradition and will assist us all in further developing a common planning basis for the conduct of emergency operations by all jurisdictions throughout California. I am pleased to approve this Plan, as part of the *California State Emergency Plan*, as called for by the California Emergency Services Act.

Sincerely,

Original signed by Governor Davis

GRAY DAVIS



OFFICE OF THE DIRECTOR
Governor's Office of Emergency Services
P.O. Box 419047
Rancho Cordova, California 95741-9047
916-262-1816 Fax 916-262-1677



April 20, 1999

TO: Local Governments, State Agencies, and Involved Federal Agencies in the
State of California

SUBJECT: CALIFORNIA TERRORISM RESPONSE PLAN

Terrorism is among the many hazards California faces. To address the risk, the Governor's Office of Emergency Services (OES) prepared the *California Terrorism Response Plan*, which supersedes the *Nuclear Emergency/Terrorism Response Plan* of 1991. This plan describes the connection between California's Standardized Emergency Management System and the federal government's response to a terrorist event and outlines the responsibilities of state and federal government agencies responding to major nuclear, biological, and chemical emergencies. This revised plan also establishes the State Strategic Committee on Terrorism (SSCOT) to facilitate advice and assistance based upon credible threats or in response to actual incidents.

This plan provides essential information for governmental agencies' activities in response to terrorist threats and incidents in California. It is based on the emergency organization described in California's *State Emergency Plan*, Standardized Emergency Management System, *Nuclear Power Plant Emergency Response Plan*; as well as the *Federal Response Plan*, *Federal Radiological Emergency Response Plan*, and agency plans of the Federal Bureau of Investigation, Department of Health and Human Services, and the Department of Energy.

This plan forms a basis for all agencies to develop procedures for responding to a wide range of terrorist incidents. It should be used by local government in conjunction with the *Local Planning Guidance on Terrorism Response*. I encourage all state and local emergency responders to use this document to enhance their capabilities to address emergencies.

Sincerely,

Original signed by Dallas Jones

DALLAS JONES
Director

PREFACE

This document discusses how the State of California will respond to terrorist incidents within California. It updates the existing *Nuclear Emergency/Terrorism Response Plan* of 1991 and expands the scope of terrorism response to all terrorist incidents. Much of the information within the plan is focused on responding to Weapons of Mass Destruction/Nuclear, Biological, and Chemical incidents. State and local agencies can use this document, in conjunction with the State Emergency Plan (revised 1997) and Hazardous Materials Incident Contingency Plan (estimated to be revised in 1998), to develop and revise their plans for responding to terrorist incidents.

The plan is coordinated with the efforts of the federal government to implement the President's policy on terrorism (Presidential Decision Directive-39) and the Nunn-Lugar-Dominici legislation to prepare for and respond to terrorist incidents. The federal legislation is designed to train first responders for terrorist incident response and also develop, train, and equip medical teams. These programs are currently being implemented.

The plan also describes the state and federal response systems and how they will work together in California. It also describes the roles, responsibilities, and capabilities of state and federal agencies and their resources.

This plan also introduces two new terms to the emergency management field-Crisis Management and Consequence Management. These two terms, unique to terrorism, describe how the response to the people committing an act of terrorism (Crisis Management) and the response to potential or actual effects of that activity (Consequence Management) will occur.

California Terrorism Response Plan

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California Terrorism Response Plan

Purpose, Scope, and Objectives

PURPOSE The purpose of this plan is to support the State of California's public policy of preparing for, and responding to, any and all threats to the safety of its citizens. The specific focus of this plan is to address potential and actual terrorist events. It augments California's State Emergency Plan (SEP) which guides California's overall preparation for and response to emergencies and disasters. State and local agencies can use this document to assist them in their planning activities.

SCOPE This plan provides direction to state agencies and local governments within California involved in protecting public safety, and preparing for and responding to terrorist events. It is intended as reference information for federal agencies and is intended to clarify the roles and relationships of agencies at the state and federal levels of government in dealing with the threat or actual occurrence of terrorist events in California.

OBJECTIVES The objectives of this plan are to:

1. Provide a vehicle for establishing and maintaining a current and realistic assessment of the potential threat of terrorism in California.
2. Outline the roles, responsibilities, and capabilities of state and federal agencies in preparing for and responding to terrorist events.
3. Provide planning, response, and recovery guidance which is consistent with California's Standardized Emergency Management System (SEMS) and the President's policy on terrorism (Presidential Decision Directive-39).
4. Provide a basis for identifying needed training of personnel and exercising of local, state, and federal capabilities for responding to terrorist events.

THREAT ANALYSIS

The catastrophic attacks on the World Trade Center Building in New York City and the Alfred P. Murrah Federal Building in Oklahoma City shocked the nation into the reality that there are no domestic safe havens from acts of terrorism. These two apparently unrelated events punctuate our nation's vulnerability, and highlight California's risk of similar attack against its public officials, private and multi-national corporations, public infrastructure, and government facilities.

Historically, California has had a long experience combating terrorist groups, both domestic and international. Domestic terrorist groups in the state have been largely issue-oriented, while the few known internationally based incidents have mostly targeted the state's émigré communities and been related to foreign disputes. Today, however, both groups are more likely to be aligned nationally and/or internationally through electronic networking. The issues and politics of these groups remain essentially unchanged but now include increasing expressions of hatred for existing forms of government.

The World Trade Center Incident demonstrates that international terrorist groups have the potential to operate with deadly effectiveness in this country. Such groups may offer no allegiance to any particular country but seek political or personal objectives that transcend national/state boundaries.

There is appropriate concern that such attacks as witnessed in Tokyo, New York City, and Oklahoma City could occur in California. A terrorist acting alone or in concert with any of the known national or international groups could readily commit acts of terrorism in California. The open availability of basic shelf-type chemicals and mail order biological research materials, coupled with an access to even the crudest laboratory facilities, could enable the individual extremist or an organized terrorist faction to manufacture proven highly lethal substances or to fashion less sophisticated weapons of mass destruction. The use of such weapons could result in mass casualties, long term contamination, and wreak havoc to both the state and national economies.

The freedom of movement and virtually unrestricted access to government officials, buildings, and critical infrastructure afforded to California's citizens and foreign visitors, presents the terrorist with the opportunity and conditions of anonymity to deliver such

devastation and its tragic consequences with only the crudest devices of nuclear, chemical, or biological content.

PRE-PLANNED EVENTS

The state realizes that there are events that occur that may prove to be at risk for possible terrorist action. Examples include political conventions and major sports events. The State of California is committed to planning to prevent or minimize the potential consequences of these acts. The Governor has the authority under the Emergency Services Act, section 8570, to plan for, procure, and pre-position supplies, medicines, materials, and equipment to mitigate the possible effects of an emergency. The Governor may also take other preparatory steps, including the partial or full activation of emergency organizations in advance of an actual emergency [Emergency Services Act, Government Code Section 8570(j)].

CONCEPT OF OPERATIONS

RESPONSE TO TERRORISM IN CALIFORNIA

Terrorist incidents create a unique environment in which to manage emergency response. Local responders are typically the first on scene during an actual incident and local government has primary responsibility for protecting public health and safety. Ordinarily, the local first response will be conducted under California's Standardized Emergency Management System (SEMS) which forms the basis of California's concept of operations for managing any kind of emergency or disaster, including terrorist incidents. The local responders will manage all aspects of the incident until the FBI assumes command, by virtue of its legal authority, of the law enforcement aspects relating to identifying, apprehending, and neutralizing the terrorists and their weapons. Local and state authorities always maintain control of their response resources and continue to operate utilizing SEMS.

STANDARDIZED EMERGENCY MANAGEMENT SYSTEM (SEMS)

The State of California has developed the Standardized Emergency Management System (SEMS) for responding to and managing multi-agency and/or multi-jurisdictional emergencies and disasters, including terrorist incidents, within California. The use of SEMS is required of any local agency seeking reimbursement for certain disaster-related personnel response costs under disaster assistance programs. All state agencies must use SEMS.

SEMS facilitates priority setting, interagency cooperation, and the efficient flow of resources and information. SEMS incorporates the Incident Command System (ICS), multi-agency or interagency coordination, the California Master Mutual Aid Agreement and associated discipline-specific mutual aid sub-systems, and the Operational Area (OA) concept. These components operate at all SEMS levels and within all SEMS functions (See pages 6 and 7.). It is important to remember that SEMS is a response framework. Agencies have not been assigned new authorities or responsibilities for terrorist incidents under this plan.

The five SEMS organization levels, together with the private sector, are also collectively referred to as the California Emergency Organization (see definitions). This organization represents all resources available within the state which may be applied to disaster response and recovery. It operates from established Emergency Operations Centers (EOCs) at all levels of government, as well as in many businesses and industries. The goal is to support emergency activities which protect life, property, and the environment. In addition, a number of discipline-specific

mutual aid sub-systems have been developed in California to support the emergency management structure.

RESPONSE AND RECOVERY

Emergency response and recovery activities are conducted at the request and under the direction of the affected local government. Some emergency responses are led by designated state agencies. Such agencies have jurisdiction at the state level for those emergencies or disasters. In some cases there may be joint response, requiring a Unified Command (part of ICS) for coordinated response between state and local jurisdictions, e.g., hazardous material and nuclear power plant emergencies.

RESOURCE REQUESTS

Resource requests for response and recovery originate at the lowest level of government and are progressively forwarded to the next level until filled. For example, if an OA is unable to provide the necessary requested assistance from within the OA, it may contact the OES Region at the Regional Emergency Operations Center (REOC) and forward the request for assistance. State agencies responding under their statutory authorities must realize that they may also be contacted to provide mutual aid to local or state agencies who are responding to the incident. If the Governor proclaims a State of Emergency because of the incident, all resources of the state may be directed to the response. The duties and responsibilities state agencies may be assigned are described in the State Emergency Plan and each agency's administrative order.

State agencies with mandated responsibilities for emergency response will follow their established plans and procedures. During complex emergencies involving multiple jurisdictions and agencies, coordination of resources can be achieved through the use of liaison officers, agency representatives, and Unified Command.

REQUESTS FOR FEDERAL RESOURCES

When support requirements cannot be met with state resources, the state may request assistance from those federal agencies having statutory authority to provide assistance in the absence of presidential declarations. How the state and federal governments will work together is described in the *California-Federal Emergency Operations Center Guidelines*. The state may request a presidential declaration of an emergency or major disaster under the provisions of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended.

COMMUNICATIONS

California established the essential communications support procedures among the OA, the OES REOC, the State Operations

Center (SOC), and other state agencies to provide the information links for elements of the California Emergency Organization. This communications infrastructure includes the use of the Response Information Management System (RIMS), and the California portion of the National Warning System.

SEMS LEVELS

The following are the five levels of SEMS:

- State:* Statewide resource coordination among the regions and with federal agencies. Refer to the *California-Federal Emergency Operations Center Guidelines* for more information regarding state-federal operations at this level.
- Regional:* Manages and coordinates information and resources, including state resources, among Operational Areas within the region. Coordinates mutual aid and allocation of essential supplies and equipment within the region. Interfaces at the regional level with federal Emergency Support Functions. Refer to the *California-Federal Emergency Operations Center Guidelines* for more information regarding state-federal operations at this level.
- Operational Area:* Manages and coordinates information among all local governments within the geographical boundaries of a county. Provides communication and coordination between local governments and the region.
- Local:* County, city and county, city, or special district. Have primary responsibility for the protection of the health, safety, and property/resources of its citizens.
- Field:* Onscene responders from a variety of emergency response organizations with direct control of resources and response functions at the scene of a disaster.

SEMS FUNCTIONS

Following are the five functions required under SEMS:

- Management:* Provides the overall direction and sets priorities for an emergency.

<i>Operations:</i>	Implements priorities established by management.
<i>Planning/ Intelligence:</i>	Gathers and assesses information and projects future needs.
<i>Logistics:</i>	Obtains the resources to support emergency operations.
<i>Finance/ Administration:</i>	Tracks all costs related to the emergency operations.

STATE STRATEGIC COMMITTEE ON TERRORISM (SSCOT)

PURPOSE

The State of California has created the State Strategic Committee on Terrorism (SSCOT) to provide advice to OES management during validated terrorist threats or actual incidents. SSCOT is a group of individuals with specifically applicable knowledge, which meets on a quarterly basis for formal activities, maintains communication and discourse between these quarterly meetings, and remains available for rapid consultation, as events may demand. The diagram on page 15 shows how SSCOT fits within California's emergency organization.

MEMBERSHIP

The standing or core members of SSCOT may be augmented as circumstances warrant by visiting members or specialists from other agencies. Its component members include:

- CA State Office of Emergency Services (OES) **Chair**
- CA Department of Justice (DOJ)
- CA National Guard (CNG)
- CA Emergency Medical Services Authority (EMSA)
- CA Department of Health Services (DHS)
- CA Environmental Protection Agency (CalEPA)
- CA Highway Patrol (CHP)
- CA Department of Water Resources (DWR)
- CA Department of Transportation (CALTRANS)
- CA Department of Forestry & Fire Protection (CDF&FP)
- CA Department of General Services (DGS)
- CA State Water Resources Control Board (SWRCB)
- CA Department of Food & Agriculture (CDFA)
- CA Dept. of Information Technology (DOIT)
- Mutual Aid Regional Advisory Committee Representatives (6)
- CA Utility Emergency Association (CUEA)
- Calif. Law Enforcement Association Representatives (2)
- Calif. Fire Service Association Representatives (2)
- Federal Bureau of Investigation (FBI)
- U.S. Secret Service (USSS)
- Federal Emergency Management Agency (FEMA)

U.S. Alcohol, Tobacco & Firearms (ATF)

RESPONSIBILITIES

The purpose of the SSCOT is to monitor terrorist trends and activities, determine the potential impact and related damage of validated terrorist threats, plan for the coordinated and comprehensive emergency response to such events, and provide timely guidance to SEMS organizations for agencies responding to specific threats or events. It also provides advice to OES management, other state agency directors, and the Governor's Office. Specifically, the tasks and functions of the SSCOT are to:

1. Serve as the forum to address state terrorism planning, policy, and program issues.
2. Allow active participation in the development and updates of the State Terrorism Plan, Terrorism Strategic Plan, and other state terrorism related publications.
3. Establish and maintain functional subcommittees and provide for the consideration and action of issues and items generated by the subcommittees.
4. Oversee the effective uses of terrorism grants and develop a comprehensive strategy to secure grants for state agencies, local jurisdictions and other appropriate entities.
5. Provide a forum for the exchange of terrorism information, trends, and technology

S-TAC

An essential component in the re-formation of SSCOT was the ability of key state and federal agencies to "provide an on-going capability for rapid assessment of information regarding the potential impacts from specific terrorist's threats or events in California." This role remains a critical element in the ability of the state to address credible terrorists threats and incidents. Therefore, the State Threat Assessment Committee, a "sub-group" of SSCOT, has been created to perform the following functions:

PURPOSE

1. With a primary focus on incidents, S-TAC's mission will be real-time threat assessments.
2. Members of S-TAC are also members of the SSCOT committee, and can contribute to the strategic planning process through this larger forum.
3. S-TAC will provide incident and consequence related information to other SSCOT agencies and specific organizations.
4. S-TAC will provide critical incident briefings to the Governor, state constitutional officers and legislative leaders.
5. S-TAC will obtain and evaluate information about state facilities' vulnerability as potential targets.

6. S-TAC may invite consulting agencies into discussions when the threat appears to involve issues within their expertise and jurisdiction.

MEMBERSHIP

The standing or core members of S-TAC may be augmented as circumstances warrant by visiting members or specialists from other agencies. Its component members include:

- CA State Office of Emergency Services (OES) **Chair**
- CA Department of Justice (DOJ)
- CA National Guard (CNG)
- CA Highway Patrol (CHP)
- Federal Bureau of Investigation (FBI)
- Other agencies as determined by event circumstances

PROCEDURES

Procedures and protocols may be established by the committee to govern its periodic meetings and provide for regular discourse among the members and to ensure the availability of needed information from any appropriate source.

COMMUNICATIONS

Procedures will be established by the committee and supported by member agencies to ensure a continuous and immediate secure communications capability. This communications ability shall be by electronic means, or where warranted for periodic meetings or in response to actual events, by physical travel.

FEDERAL TERRORISM RESPONSE SYSTEM

Under the laws of the United States, confirmed by federal policy, Presidential Decision Directive-39, the Federal Bureau of Investigation (FBI) has been assigned the federal lead responsibility for managing the federal law enforcement response for crisis management and the Federal Emergency Management Agency (FEMA) has been assigned the federal lead responsibility for coordinating the federal consequence management response to the consequences of a terrorist incident.

CRISIS MANAGEMENT

The federal concept of operations for terrorism response includes crisis management and consequence management. Crisis management is the law enforcement response to the causes of terrorist incidents, terrorists, and their weapons. It includes measures to identify, acquire, and plan the use of resources needed to anticipate, isolate, prevent, and/or resolve a threat or act of terrorism. In a weapons of mass destruction/nuclear, biological, chemical (WMD/NBC) incident, a crisis management response may include traditional law enforcement missions, such as intelligence, surveillance, tactical, negotiations, forensics, and investigations relating to apprehending the terrorists; and technical

support missions, such as agent identification, search, disablement, transfer and disposal, and limited decontamination relating to the terrorist's weapons.

AUTHORITY

The federal government exercises preeminent authority and responsibility in crisis management. The federal crisis management effort is led by the FBI with assistance from other federal, state, and local agencies as necessary. Final authority to make decisions onscene regarding the causes of the incident such as securing the scene perimeter, identifying and rendering weapons safe, and capturing terrorists rests with the FBI's Onscene Commander (FBI OSC).

ORGANIZATION

The FBI will establish a command post near the site which will serve as the base for crisis management operations at the scene. The FBI will also establish a Joint Operations Center (JOC) to manage and coordinate the federal field response. The JOC is organized into a Command Group, Operations Group, Consequence Management Group, and the Support Group. The structure of the federal response is illustrated in the chart on page 15. The Command Group consists of the FBI, Department of Defense (DOD), Public Health Service (USPHS), Federal Emergency Management Agency (FEMA), and other federal, state, and local representatives the FBI Onscene Commander (OSC) considers essential for managing the incident. The Operations Group handles threat evaluation, law enforcement actions, and technical evaluations and actions relating to the terrorists and their weapons. The Consequence Management Group consists of federal, state, and local agency liaisons who coordinate consequence management preparation and response with their respective agencies during threats and actual incidents. The Support Group provides support to all aspects of the federal terrorism response in the JOC. The FBI OSC will establish these functions.

CONSEQUENCE MANAGEMENT

Consequence management addresses the consequences of terrorism, the effects upon people and their property and communities. It includes measures to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of terrorism. In a WMD/NBC incident, consequence management includes emergency management missions as described in the Federal Response Plan (FRP).

AUTHORITY	<p>The State of California and local agencies exercise preeminent authority to make decisions regarding the consequences of terrorism. This includes the authority to proclaim an emergency and/or to make decisions onscene regarding rescue and treatment of casualties, and protective actions for the community. These actions will be coordinated with the OSC within the Unified Command. Under California SEMS, this onscene authority would normally rest with the incident commander and local emergency services organization. The federal government provides assistance as required. FEMA coordinates federal agencies consequence management support with the State of California.</p>
INTERRELATIONSHIP OF CRISIS AND CONSEQUENCE MANAGEMENT	<p>Crisis and Consequence Management occur simultaneously during a threat or actual incident. While a threat is being evaluated for credibility, consequence management agencies can begin evaluating what actions can be taken to prepare for a credible threat. These activities may include activating plans and pre-positioning personnel, materials, and supplies.</p>
CONSEQUENCE MANAGEMENT PHASES	<p>There are four possible phases to consequence management:</p>
PRE-INCIDENT	<p>The FBI may notify federal agencies, including FEMA, of a significant threat (See “Definitions” section.). Based on circumstances, FEMA may implement standard procedures to alert federal agencies involved in consequence management and, if requested by the FBI OSC, will deploy representatives to the Joint Operations Center (JOC) at or near the incident location.</p>
NOTIFICATION	
PREPAREDNESS ACTIONS	<p>Pre-incident consequence management provides time for response agencies to prepare for the potential effects from an incident. This preparation could include:</p> <ul style="list-style-type: none"> • Dissemination of information and warnings (identifying areas that may be affected by the incident and providing safety information for people within them); • Acceleration of normal preparedness and mitigation measures (developing monitoring plans to survey safe areas where citizens may be sent); • Increasing readiness to respond (pre-positioning and ordering of equipment and supplies necessary for sheltering, treating exposed populations, and monitoring);

- Implementing emergency protective actions (advising people to shelter-in-place or identifying shelter locations or safe areas for people to move to); and
- Initiating emergency response activities (conducting precautionary evacuations, making notifications, and requesting activation, including stand-by notifications of federal and state response teams and resources).

ORGANIZATION

Activation of the FEMA Regional Operations Center (ROC) will be made when deemed necessary according to the potential consequences of an incident. The federal consequence management in the JOC will transition to the ROC when deemed appropriate by the FBI and FEMA. FEMA and OES will coordinate the federal consequence management support according to the *California-Federal Emergency Operations Center Guidelines*.

SITUATION PROGRESS

As the situation progresses, consequences may become imminent. FEMA will immediately consult with the White House and the OES to determine whether to pre-deploy consequence management assets in order to lessen or avert a possible catastrophe. At this point, the FEMA Regional Operations Center may be activated.

TRANS-INCIDENT

These situations involve a transition from a threat to an act of terrorism. If consequences become imminent or occur that cause the President to direct FEMA to implement a consequence management response, FEMA will activate the necessary Federal Response Plan (FRP) resources. Federal, state, and local consequence management resources will maintain a liaison presence there as long as it is in operation.

POST-INCIDENT

If an incident occurs without warning that produces major consequences and appears to be caused by an act of terrorism, FEMA and the FBI will initiate consequence and crisis management actions concurrently. FEMA will consult with the White House and the OES immediately to determine the scope of the consequence management response.

DISENGAGEMENT

If an act of terrorism does not occur, the consequence management response disengages when the FEMA Director, in consultation with the FBI Director, directs the FEMA region to issue a cancellation notification. If an act of terrorism occurs, each FRP structure and agency disengages at the appropriate time according to the conditions of the situation.

GRADUATED RESPONSE	<p>A graduated response will be utilized by the federal government when managing terrorist incidents. It is designed to produce a safe, effective response. A graduated response will include the following:</p> <ol style="list-style-type: none"> 1. Assessment of the incident by trained responders utilizing appropriate equipment and protective clothing. 2. Emergency deployment of technical personnel and resources to the incident site. 3. Response and establishment of known management resources to a command post area near the incident site.
INTERACTION OF CALIFORNIA'S AND THE FEDERAL TERRORISM RESPONSE SYSTEMS	<p>The FBI will manage the crisis management response from the command post and the JOC. State and local resources may be called upon to support this operation. California's SSCOT will maintain communications with the JOC through OES's representation in the Command Group. Local government may have a similar advisory body or threat evaluation group operating to support the local response. OES will have personnel available to confer with local threat assessment groups.</p>
CRISIS MANAGEMENT	
CONSEQUENCE MANAGEMENT	<p>The State of California and local government exercise preeminent authority to make decisions regarding the consequences of terrorism. This includes the authority to proclaim an emergency and/or to make decisions onscene regarding rescue and treatment of casualties, and protective actions for the community. Under California SEMS, this onscene authority would normally rest with the incident commander and local emergency services organization. The state and federal governments provide assistance as required. FEMA coordinates federal agencies consequence management support with the State of California.</p> <p>The state's preparation for and response to the consequences of a terrorist incident will be coordinated by the Office of Emergency Services' headquarters and Regional Office(s) that may be affected by the incident. State preparation will be conducted in consultation with affected local governments and FEMA. The focus of the preparation and response will occur at the local EOC(s), OES REOC(s), state agency Department Operations Centers (DOCs), State Operations Center (SOC), and FEMA's Regional Operations Center and/or the Disaster Field Office. General consequence management activities will be conducted according to the SEP, FRP, and local emergency plans.</p>
CALIFORNIA-FEDERAL	<p>Once an incident has occurred, the nature and magnitude of the</p>

INTEGRATION

incident will determine the degree of local response and the amount of state and federal assistance required. The state and local consequence management response will be conducted according to SEMS. The state and federal governments will coordinate their response according to the *California-Federal Emergency Operations Center Guidelines*. The chart on page 15 shows the combined California SOC/REOC-Federal JOC organization. California will maintain a liaison presence in the JOC which is connected back to the SEMS organization.

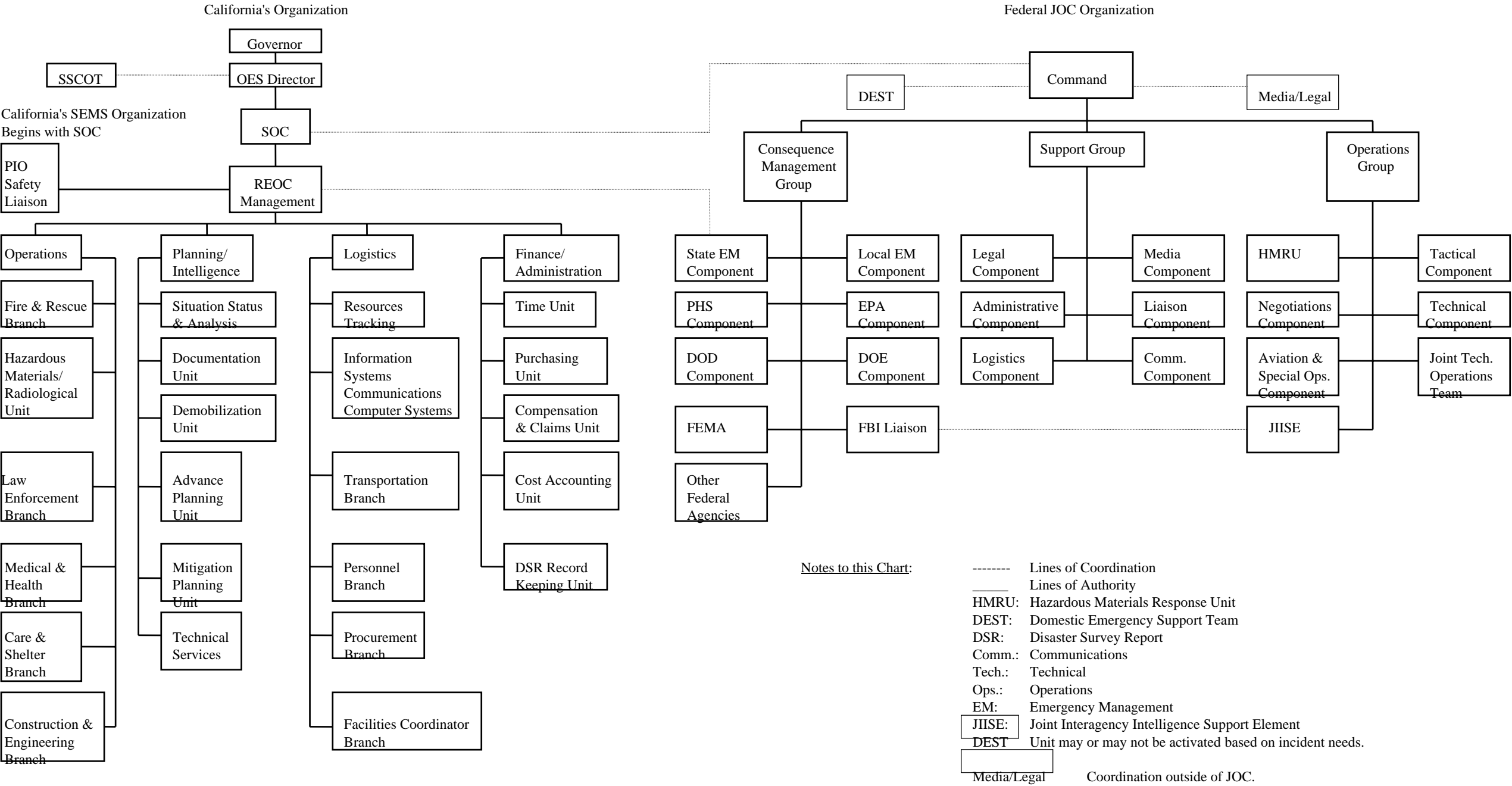
The state and federal governments' assistance may include special resources not available at the local level for responding to WMD/NBC incidents. Some of these resources are discussed in the Response Resources, Specialized Resources section, beginning on page 33.

WMD/NBC RESPONSE

Incidents involving WMD/NBC-specific issues will involve different state and federal agencies, depending upon the nature of the incident. Various state and federal agencies have response authorities that may be utilized during a terrorist incident. Those authorities, granted by statute, regulation, or executive order mandate agencies to be the "lead agency" for specific activities. These activities may include both management/coordination and technical responsibilities. Agencies who are a "lead agency" do not take command of the incident but operate under a unified command structure to carry out their responsibilities for certain actions in the crisis or consequence management response.

Lead agencies will operate within the crisis management response, along with requested local agencies, at the request of the FBI OSC. They will operate within the consequence management response in coordination with the local government. In some cases, state or federal agencies may have preeminent authority according to state or federal statute for consequence management in certain types of incidents. The local government would remain in charge and be the "lead" for all other aspects of consequence management. The tables on pages 28-31 show state and federal agencies' areas of responsibility to support response to terrorist incidents.

Recovery efforts will be led by local government with assistance from state and federal agencies. A distinction must be made regarding the physical recovery of a site (the long term restoration of an area affected by a WMD/NBC incident) and the programs available for helping government, individuals, and businesses recover from the impacts of an incident.



**THREAT NOTIFICATION
PROCEDURE**

SITUATION

The Governor's Office of Emergency Services receives information or is notified by another agency of a *terrorist threat*. The threat information is validated by the FBI or other competent source. The FBI Field Office nearest the targeted area deploys to the general location of the threat, assumes onscene incident command, and establishes the Joint Operations Center (JOC) to manage the crisis management response. As previously described, the vested authority of the FBI in such situations does not preempt state and local agencies from conducting crisis management preparation within the scope of their responsibilities. This will be done in coordination with the FBI. The FBI OSC may request state and local authorities to respond to assist in the crisis management response.

MISSION

Upon notification of a threat, OES will prepare to provide assistance to the local government and to allied federal and designated state agencies who may be involved. This preparation will occur while maintaining strictest confidentiality.

EXECUTION

Upon notification of a terrorist threat through the OES Warning Center or any other OES functional branch, the Chief of the OES Law Enforcement Branch or the Law Enforcement Branch duty officer will be immediately informed of the message and its full content. To validate the threat notification, the Law Enforcement Branch Chief will then contact the Special-Agent-in-Charge (SAC) of the FBI Field Office with authority for the threatened area.

The OES Warning Center will protect and preserve the taped threat message if received by telephone.

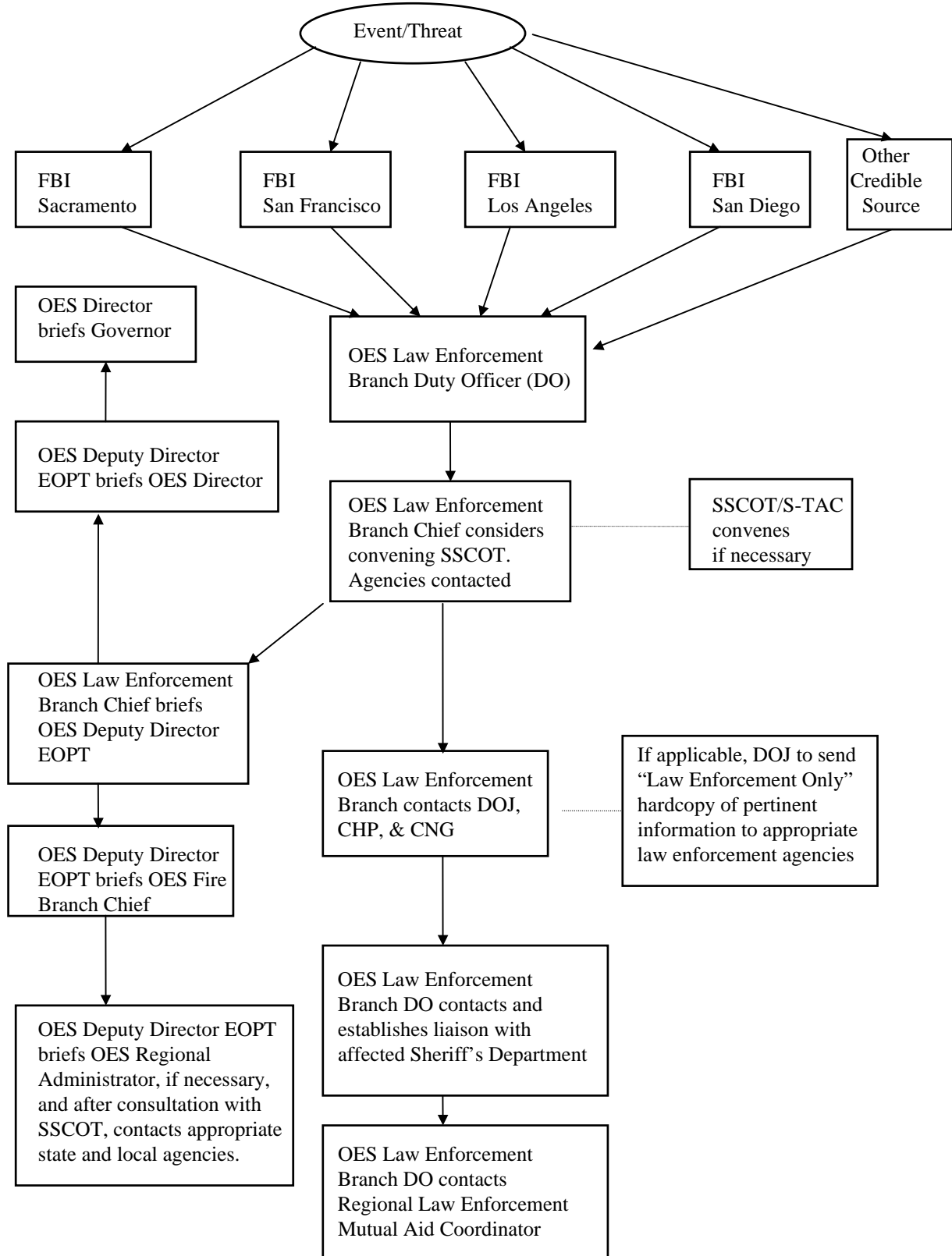
The Law Enforcement Branch Chief will brief the OES Deputy Director, Emergency Operations, Planning and Training (EOPT), or other Executive Staff in his/her absence, on the threat and all confirming information from the FBI. The Deputy Director EOPT will brief the OES Director.

The OES Director will determine what additional notifications will be made, to include the Governor and his/her staff. Other contacts made by the Director may include Agency Secretaries and Department Heads (dependent upon the sensitivity and confidentiality of the information and the role of the agency concerned).

The OES Law Enforcement Branch Chief will notify and convene the State Strategic Committee on Terrorism (SSCOT). The OES

Deputy Director, EOPT, will activate the appropriate functions of the State Operations Center (SOC) and Regional Emergency Operations Center(s) consistent with current procedures.

Event/Threat Notification Flowchart



RESPONSE RESOURCES

RESPONSE PLANS

Response to terrorism may involve many agencies at all levels of government. Because these agencies operate under various plans, there is potential for confusion and duplication of effort. Thus, an understanding of how the plans relate to each other is very important. Federal agencies operate under the Federal Response Plan (FRP) and agency-specific plans. Other plans have been developed which describe the response to particular types of incidents or emergencies. Similarly, in California, the State Emergency Plan (SEP) guides the overall state response and department plans govern the response of particular agencies. There are also plans that govern the response to specific types of incidents or govern an agency's actions. Likewise, at the local level, local emergency plans and department or function-specific plans guide local actions. The diagram on page 21 shows the relationship of various federal and state plans that guide response to terrorist incidents.

The following sections discuss, in more detail, when particular state and federal plans are activated. The discussion is limited to plans which entail responding to incidents involving WMD/NBC. These plans are always used in conjunction with the FRP or SEP. Refer to the section entitled *WMD/NBC Response* on page 13 for the discussion on lead agencies.

Nuclear Terrorism Response Plans

The FBI has developed a Nuclear Incident Contingency Plan which describes how it will manage terrorist incidents involving the threat or actual use of nuclear/radioactive materials. The Federal Radiological Emergency Response Plan (FRERP) governs the federal technical response to incidents involving radiological materials. The FRERP describes which agency will be the Lead Federal Agency (LFA) for response to radiological emergencies (in support of the FBI for terrorism related radiological emergencies). The LFA will be determined by incident location, material ownership, and type of material involved.

The FRERP also calls for establishing the Federal Radiological Monitoring and Assessment Center (FRMAC) at or near the scene of the incident. The Department of Energy (DOE) is responsible for establishing the FRMAC and leading the initial technical assistance effort provided to the state. Upon agreement with DOE, the United States Environmental Protection Agency (USEPA) will assume the lead for providing technical assistance to the state.

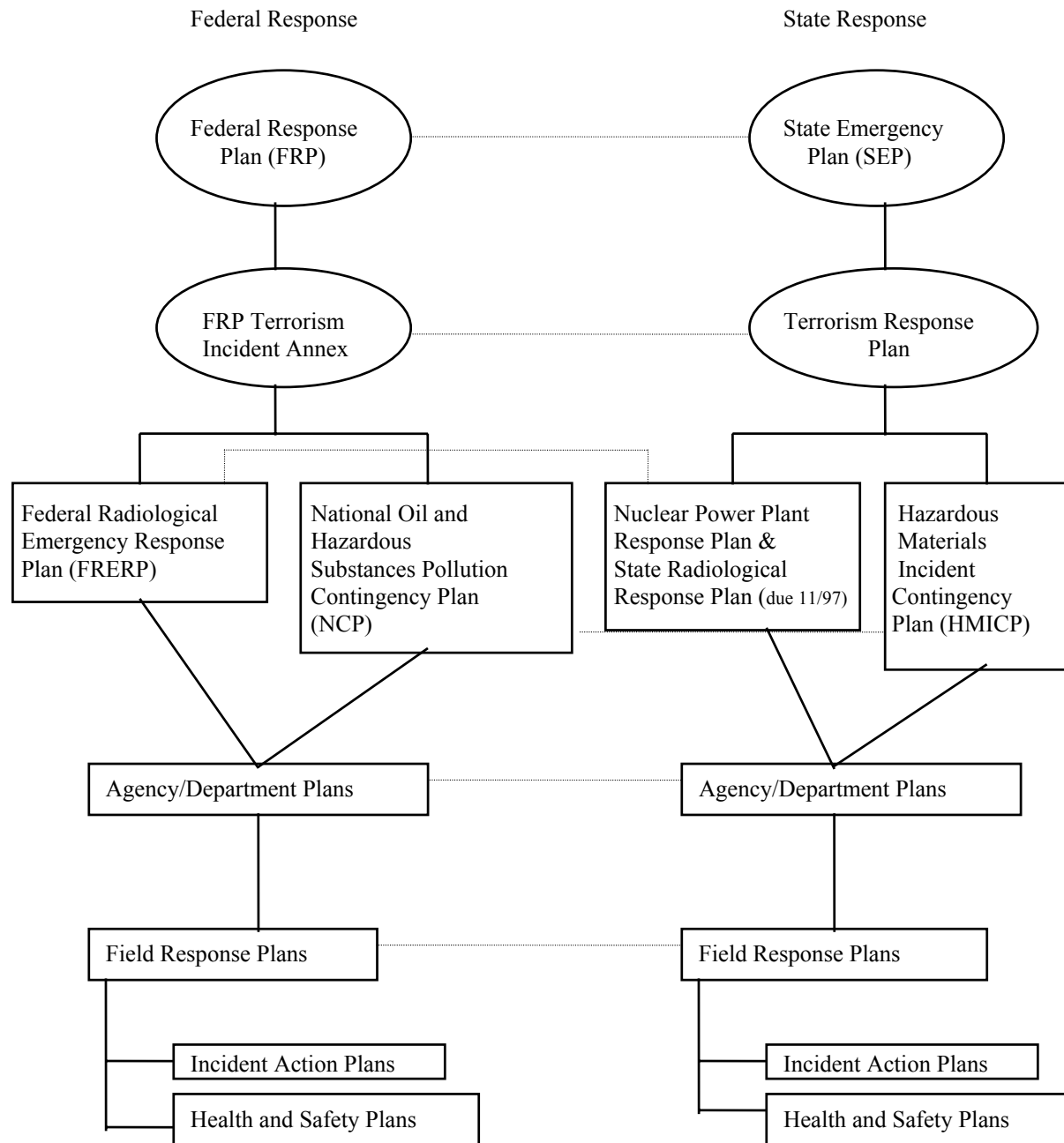
California's response to nuclear/radiological incidents is guided by the Nuclear Power Plant Emergency Plan for nuclear power plants and the Hazardous Materials Incident Contingency Plan (HMICP) for general response to nuclear/radiological incidents (Note: At the time this document is being developed, OES is developing a State Radiological Response Plan which will govern radiological response to transportation and non-nuclear power plant facilities incidents.) The California Department of Health Services (DHS) is the lead state agency for managing the health related aspects of radiological incidents. DHS will establish a Field Emergency Operations Center (FEOC) which will be collocated with the FRMAC.

Chemical/Biological Terrorism Response Plans

The FBI has also developed the Chemical/Biological Incident Contingency Plan which is similar in structure and content to the Nuclear Incident Contingency Plan. The National Oil and Hazardous Substances Pollution Contingency Plan (NCP) provides the guidance for the federal technical response and recovery to chemical/biological incidents. Federal medical response to these incidents is described in the Department of Health and Human Services Health and Medical Services Support Plan for the Federal Response to Acts of Chemical/Biological (C/B) Terrorism. This plan designates the Department of Health and Human Services as the lead federal agency for medical and health support during a chemical/biological incident.

California's technical response to chemical/biological incidents is guided by the HMICP. OES has overall state agency lead for terrorist incidents involving chemical/biological weapons.

Plan Interrelationships



—— Lines of Authority or Action
 Lines of Coordination

AGENCY ROLES AND RESPONSIBILITIES

The following sections discuss the roles and responsibilities of state and federal agencies in terrorist incidents. In many cases, the description notes that a particular agency has the “lead” responsibility for performing a particular task or function. This description means that the particular agency has a mandated legal authority to perform the task or function within the framework of the terrorism response structure. These individual authorities do not supersede any other agency’s authorities or mean that the responsible agency can make unilateral decisions in conflict with other agencies’ responsibilities. It does mean that an agency has authority to carry out its specified responsibilities within the Unified Command framework established for response. As previously stated, the FBI will be in charge of crisis management and the local government will be in charge of consequence management.

State Agency Roles and Responsibilities

The following section provides a synopsis of state agencies’ roles and responsibilities when responding to a terrorist incident. Other assignments are identified in each agency’s administrative order. State agencies may be assigned tasks in addition to those within this document or their administrative orders.

Air Resources Board (ARB): The Air Resources Board is responsible for protecting air quality within the state. ARB has personnel available for technical advice and for operation of air monitoring equipment. It is also capable of conducting modeling to study impacts of air pollutants. It is a member of the state’s Railroad Accident Prevention and Immediate Deployment (RAPID) Force. (See description of the RAPID Force in the *Specialized Resources* section).

California Highway Patrol (CHP): Responsible for security of state buildings, and for traffic control and evacuation assistance. CHP can assist in securing the threat area and locating a device. It can conduct or support investigations and provide law enforcement assistance through the California Law Enforcement Mutual Aid Plan. CHP is the incident commander at hazardous materials incidents within its jurisdiction. CHP is part of the RAPID Force.

Department of Fish and Game (DFG): DFG is the lead state agency for protecting fish and wildlife in California. It is also the lead state agency for responding to oil spills and for the protection and recovery of natural resources from an incident. It can also

provide law enforcement support if necessary. DFG is part of the RAPID Force.

Department of Food and Agriculture (CDFA): CDFA is responsible for regulating the registration, sale, and use of agricultural chemicals. It is capable of providing technical advice on these chemicals and its laboratory can be accessed for identification purposes if pesticides or fertilizers are suspected to be involved. CDFA is part of the RAPID Force.

Department of Forestry and Fire Protection (CDF): CDF serves as the primary fire agency on state lands and under contract to some local jurisdictions. CDF has resources available for reconnaissance, mass feeding operations, and management support. The Fire Marshal's office (SFM), located within CDF, is responsible for developing fire and life safety standards for the state and enforcing these standards on all state property. The Arson and Bomb Division can assist local jurisdictions in investigations and has trained explosive ordnance disposal (EOD) technicians available. SFM is also the primary state agency with responsibility for safety of interstate and intrastate hazardous liquid pipelines. CDF is part of the RAPID Force.

Department of Health Services (DHS): DHS is responsible for protection of food and water supplies from contamination, the control of communicable disease, and the regulation of radioactive materials. DHS maintains reference laboratory capability for the analysis of materials including air, water, food, and fiber for radiological, chemical, or biological contamination. DHS will provide technical expertise, assistance, and laboratory support for incidents involving the use or threatened use of radiological, chemical, or biological agents. Capabilities include the determination of appropriate protective public health measures, assessment of human exposure, epidemiological and toxicological investigations, and risk communication. DHS will work with food, drug, and medical device manufacturers and wholesalers to ensure that potentially contaminated products are removed from commerce. DHS is the lead technical agency for the state response to nuclear power plant emergencies, and is also a member of the RAPID Force.

Department of Industrial Relations (CALOSHA): The primary responsibility of CalOSHA is to prevent and regulate occupational exposures and injuries in the workplace. The agency has the expertise to evaluate and advise on health and safety plans during response to WMD/NBC incidents.

Department of Justice/Attorney General (DOJ/AG):

Represents the State of California in civil litigation and has general supervisory and enforcement powers under criminal statutes. It may also assist in criminal intelligence and evidence gathering and analysis, provide surveillance and communications equipment, and provide forensic services. In addition, DOJ can provide legal advice to state and local entities regarding both civil and criminal matters.

Department of the Military (CNG): The California National Guard can provide support to law enforcement operations, aviation and general transportation, and other support for emergency operations. In addition, the CNG has liaison personnel assigned to notify other services which may serve a vital function.

Department of Pesticide Regulation (DPR): Regulates the use of pesticides and has responsibility for investigating pesticide complaints or exposures. DPR is part of the RAPID Force.

Department of Toxic Substances Control (DTSC): DTSC is the lead agency for the handling, storage, treatment, and disposal of hazardous wastes. It coordinates emergency funding for off-highway emergency response incidents and oversees cleanup of sites contaminated with hazardous substances. DTSC is part of and coordinator of the RAPID Force.

Department of Transportation (CalTrans): CalTrans ensures, with the cooperation of other agencies, the identification and containment of hazardous materials and the restoration of a safe and orderly flow of traffic on highways under its jurisdiction. CalTrans utilizes contracts with private hazardous materials firms to conduct cleanup and restoration of state roads and highways under its jurisdiction.

Emergency Medical Services Authority (EMSA): EMSA plans for and manages the state's medical response to disasters. At the request of an impacted jurisdiction, EMSA can arrange for emergency procurement and distribution of medical supplies. EMSA also develops general guidelines for the triage and handling of contaminated/exposed patients. EMSA works through a system of Regional Disaster Medical/Health Coordinators (RDMHC) to coordinate requests for additional medical personnel. RDMHCs can also identify available facilities outside the affected area capable of handling injured and contaminated patients and arrange emergency transportation to these facilities.

Office of Emergency Services (OES): OES is responsible for coordinating the mitigation, preparedness, response, and recovery activities related to all disasters within California, including those caused by an act of terrorism. OES operates the State Warning Center which receives warnings and notifications of incidents and makes notifications to appropriate local, state, and federal agencies. OES is delegated substantial emergency duties under the California Emergency Services Act and coordinates mutual aid within the state and operates regional and the state emergency operations centers. OES chairs the SSCOT and S-TAC, and is part of the RAPID Force.

Office of Environmental Health Hazard Assessment (OEHHA): OEHHA provides analysis of the potential health effects from exposure to hazardous materials. OEHHA is part of the RAPID Force.

State Water Resources Control Board (SWRCB): The SWRCB is the lead agency for protecting the quality of the state's coastal, surface and ground waters within California. The Board regulates wastewater treatment and solid waste disposal facilities and oversees remediation of contaminated sites where water quality is/may be affected. The SWRCB and its Regional Water Quality Control Boards are part of the RAPID Force.

Federal Agency Roles and Responsibilities

The following section provides a synopsis of federal agencies' roles and responsibilities when responding to a terrorist incident. The details of federal agencies' roles, missions, tasks, and responsibilities are contained in the Federal Response Plan - Terrorism Incident Annex, the Federal Radiological Emergency Response Plan, and the National Oil and Hazardous Substances Pollution Contingency Plan.

While the FBI is in charge of Crisis Management, all federal Consequence Management will be coordinated within California according to the *California-Federal Emergency Operations Center Guidelines*.

Department of Defense (DOD): For threats involving military nuclear weapons, the branch of the military owning the weapon has jurisdiction. It will establish a National Defense Area when its weapons are involved. DOD can provide technical support for non-DOD weapons. It can also assist with security; device

locating, deactivating and removal; and site restoration. The Defense Nuclear Agency has developed a site restoration computer program.

Department of Energy (DOE): DOE will coordinate nuclear aspects of assessment and search operations when the threat involves special nuclear material (fissile material) and, when requested, cases involving other radioactive materials. It will establish a National Security Area when incidents involving non-Department of Defense materials are involved.

Federal Emergency Management Agency (FEMA): FEMA coordinates the non-technical federal agency emergency response and recovery from a terrorist incident. It is the federal lead for the consequence management of an incident. FEMA administers disaster assistance programs provided under the authority of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended. The Act allows FEMA to provide assistance to individuals and to state and local governments to help them respond to, recover from, and mitigate against the effects of disasters.

Department of Health and Human Services (HHS): HHS is the federal lead agency for public health and medical support. It provides advice and information, and determines that illness, disease, or complaints may be attributable to chemical discharges. It can arrange for the Agency for Toxic Substances and Disease Registry (ATSDR) to assist in the evaluation of threats to human health and safety.

Department of Justice/Federal Bureau of Investigation (FBI): The FBI is the lead agency for all terrorist incidents within the United States. It leads the crisis management evaluation of an incident. The local FBI field office will coordinate the federal threat assessment activities. It will also serve on California's SSCOT. The FBI will activate the Joint Operations Center in the affected area and will coordinate the activities of all federal, state and local agencies. More information can be found in the FBI's Chemical/Biological and Nuclear Incident Contingency Plans (unclassified versions).

Department of Transportation/United States Coast Guard (USCG): The USCG ensures a timely and effective response to oil and hazardous substances incidents affecting coastal zones. The USCG acts as the onscene coordinator at such events. It operates the National Response Center and maintains some

response capability through the Pacific Coast Strike Team (see federal resources section).

United States Environmental Protection Agency (USEPA):

USEPA can provide federal onscene coordinators (FOSCs) to incidents within its jurisdiction (inland areas) and can access federal funding to abate and mitigate releases. It has access to the federal Superfund Technical Assistance Response Team (START) to support operations relating to the contamination of any environmental media. It can conduct environmental and water supply monitoring during events, and can assist in consequence assessment and protective action decisions. USEPA can become the lead federal agency during the site restoration (recovery) phase of the incident.

State Agency Response Roles And Responsibilities

L = LEAD S = SUPPORT	A R B	C C C	C D C	E M S A	C E C	O E H H A	D O F	D F G	C D F A	C D F	D G S	D H S	C H P	D I R	C I W M B	D O J	C N G	O E S	P U C	D S S	D T S C	D O T	D W R	S W R C B	C Y A
MANAGEMENT																									
Emergency Management																		L							
Liaison									S								S	L							
Safety																		L							
Public Information																		L							
PLANNING/INTELLIGENCE																									
Mobilization/Demobilization									S								S	L							
Plans																		L							
Reports																		L							
Situation Status									S		S	S				S	S	L		S		S			
Technical Specialist	S																	L							
OPERATIONS																									
Care & Shelter		S		S					S			S					S			L					S
Construction & Engineering		S									S		S	S			S	L				S	S		
Coroners																		L			S				
Fire			S						S								S	L							S
Hazardous Materials/Radiological	S			S		S		L*	S	S		S	S		S		S	L		S	S		S		S
Law Enforcement			S				S						S			S	S	L			S	S			S
Medical		S	S	L		S			S			S				S	S			S	S				S
Public Health			S	S		S			S			L					S			S	S				S
Utilities					S					S								L	S				S	S	
LOGISTICS																									
Communications/Info. Systems										S	S	S					S	L							
Facilities		S	S							S								L							
Personnel																		L							
Purchasing										S	S							L							
Resources										S	S						S	L							
Transportation											S		S				S		S			L			
FINANCE/ADMINISTRATION																									
Finance/Administration							S				S							L							

Lead Agency: Responsible for the overall management or coordination of a particular function.

Support Agency: Responsible for providing support to the Lead Agency during response and recovery operations.

L*: The Department of Fish and Game is the state lead for oil spills.

State Agency Response Roles And Responsibilities-Technical Functions

Technical Function	OES	DHS	DOJ	CHP	CNG	DWR	DTSC	OEHHA	CDFA
Environmental Assessment and Monitoring	S	L		S	S				S
Chemical/Biological Exposure Control	S	L					S	S	S
Radiation Exposure Control	S	L		S	S				S
Protective Response	S	L					S	S	S
Ingestion Pathway	S	L					S		S
Recovery and Re-entry	S	L					S		S
Food Supply Protection	S	L*			S				L*
Drinking Water Supply Protection	S	L			S	S			S

Lead Agency: Responsible for the overall management or coordination of a particular function.

Support Agency: Responsible for providing support to the Lead Agency during response and recovery operations.

L* The Department of Health Services is the lead agency for food safety with regard to food manufacturers and wholesalers, the California Department of Food and Agriculture is the lead agency for food safety with regard to meat and dairy production, and both agencies share the lead for food safety with regard to crop production.

Federal Agency Response And Recovery Roles And Responsibilities

#	ORG	U S D A	D O C	D O D	D O E d	D O E	H H S	D H U D	D O I	D O J	D O L	D O S	D O T	T R E A S	V A	A I D	A R C	E P A	F C C	F E M A	G S A	I C C	N A S A	N C S	N R C	O P M	T V A	U S P S	
	ESF																												
1	TRANSPORTATION	S		S		S						S	L								S	S						S	S
2	COMMUNICATION	S	S	S					S				S						S	S	S				L				
3	PUBLIC WORKS AND ENGINEERING	S	S	L		S	S		S		S		S		S			S			S							S	
4	FIREFIGHTING	L	S	S					S									S		S									
5	INFORMATION AND PLANNING	S	S	S	S	S	S		S	S			S	S			S	S			L	S			S	S	S		
6	MASS CARE	S	S	S			S	S					S		S		L				S	S							S
7	RESOURCE SUPPORT	S	S	S		S	S				S		S		S					S	L				S		S		
8	HEALTH AND MEDICAL SERVICES	S		S			L			S			S		S	S	S	S		S	S				S				S
9	URBAN SEARCH AND RESCUE	S		S			S				S		S			S		S			L	S							
10	HAZARDOUS MATERIALS	S	S	S		S	S		S	S	S	S	S					L		S	S					S			
11	FOOD	L		S			S						S				S	S		S									
12	ENERGY	S		S		L						S	S								S				S	S		S	

L - Lead Agency: Responsible for Management of the ESF

S - Support Agency: Responsible for Supporting the Lead Agency

Federal Agency Response Roles And Responsibilities-Technical Functions

The lead agency for federal response depends on the type of incident, where it occurs, and whether a federal agency owns the involved materials or facilities.

Technical Function	DHHS	DOJ FBI ATF	DOE	DOD	DOT	EPA	FEMA	USDA	USCG
Environmental Assessment and Monitoring	L		L	L	S	L*	S	S	L
Chemical/Biological Exposure Control	S		S	L		S	S	S	S
Radiation Exposure Control	L		L	L	S		S	S	S
Weapons and Ammunition Control		L	L	L			S	S	L
Protective Response	L		L	L			S	L	L
Ingestion Pathway	L		L	L	S	S	S	L	S
Recovery and Re-entry	L		L	L	S	L	S	L	L
Food Supply Protection	S			S	S		S	L	
Drinking Water Supply Protection	L			S	S	L	S	S	

L* The USEPA will be the lead with DOE concurrence.

Lead Federal Agency for Radiological Emergencies (In support of the FBI lead for terrorist incidents)

Type of Emergency	Lead Federal Agency
1. Nuclear Facility:	
a. Licensed by NRC or an Agreement State	NRC
b. Owned or Operated by DOE or DOD	DOE or DOD
c. Not Licensed, Owned, or Operated by a Federal Agency or Agreement State.	EPA
2. Transportation of Radioactive Materials:	
a. Shipment of Materials Licensed by NRC or an Agreement State.	NRC
b. Materials shipped by DOE or DOD	DOE or DOD
c. Shipment of Materials Not Licensed or Owned by NRC or an Agreement State.	EPA
3. Domestic Satellites Containing Radioactive Materials	NASA or DOD
4. Impact from Foreign or Unknown Source	EPA, DOD, or NASA
5. Other Types of Emergencies	FOSC and LFAs confer

Local Agency Roles and Responsibilities

The central premise of the emergency management system in California is that local governments have the primary responsibility for coordinating initial response activities. The table below summarizes local government responsibilities.

Summary of Local Jurisdiction Roles and Responsibilities

PREPAREDNESS	RESPONSE/RECOVERY-MUTUAL AID
<ul style="list-style-type: none">• Identify all hazards that may pose a major threat to the jurisdiction.• Develop and maintain up-to-date emergency plans consistent with the State Emergency Plan and the California Master Mutual Aid Agreement.• Develop maps of jurisdiction showing areas subject to disasters.• Develop plans for meeting all conditions which could constitute a local emergency.• Develop standard forms available for use in requesting the Governor to proclaim a State of Emergency.• Identify needs for training.	<ul style="list-style-type: none">• Provide initial response to save lives and protect public health, safety and the environment, including such actions as evacuation and people care.• Dispatch situation reports to the operational area coordinator and OES mutual aid region as the emergency situation develops and changes.• Identify multipurpose staging areas for support of recovery activities.• Maintain liaison with the OES Mutual aid regional office and neighboring jurisdictions.• Request assistance from neighboring jurisdictions and the operational area.• Respond to emergency regulations issued by the Governor.• Provide State OES with estimates of the severity and extent of damage resulting from a disaster, including dollar values of both public and private damage sustained as well as estimates of resource costs required to alleviate the situation.• Respond to mutual aid requests.• Use resources received from neighboring jurisdictions and from state, federal, and private agencies.

SPECIALIZED RESOURCES

State Resources

Disaster Medical Assistance Teams (DMAT) -- Medical team of volunteer doctors, nurses, paramedics, emergency medical technicians and support personnel capable of emergency care, primary care, and health outreach.

Metropolitan Medical Strike Teams (MMST) -- Teams based in four California cities: San Diego, Los Angeles, San Jose, and San Francisco. They have a specialized medical supply cache stored locally of particular medicines and antidotes. The teams can respond to local, regional, or statewide events and can be activated locally or through the state's mutual aid system. They can assist in medical management of contaminated victims, perform technical consultation, provide medical intelligence about the incident, and interact with law enforcement.

Poison Control Centers -- Poison Control Centers provide human poison exposure and medical/health related information to responders and hospitals. Each center is staffed by Poison Information Specialists 24-hours a day. They have an extensive toxicology library and immediate access to consultants. These Centers may know the capability of each hospital in its coverage area.

Railroad Accident Prevention and Immediate Deployment (RAPID) Force -- This group of state agencies is available for responding to surface transportation accidents involving hazardous materials. RAPID force agencies can provide technical support in the areas of environmental fate, human health effects, cleanup technology, and laboratory services.

Federal Resources

Federal resources needed for supporting state and local consequence management response will be obtained through existing California mutual aid systems and by following the procedure outlined in the *California-Federal Emergency Operations Center Guidelines*.

Agency for Toxic Substances and Disease Registry (ATSDR) -- This unit of the Department of Health and Human Services is available to help assess public health threats posed by an incident, provide advice on personnel protective measures within the response area, respond to health complaints, and provide advice on the need to relocate nearby residents. Members are located in each

USEPA regional office and are accessed through the EPA Onscene Coordinator.

Chemical/Biological Rapid Deployment Team (CBRDT) -- This is a chemical/biological terrorist incident response team providing medical and health care, technical assistance, radiological and environmental monitoring, and explosives disposal. The team consists of members from the USPHS, DOD, USEPA, and DOE. It is led by the USPHS.

Department of Energy Accident Response Group (ARG) -- A group of technical and scientific experts composed of DOE and DOE contractor personnel assigned responsibility for providing DOE response to peacetime accidents and significant incidents involving nuclear weapons anywhere in the world.

Department of Energy Aerial Measuring System (AMS) -- This system utilizes aircraft (helicopters and fixed winged aircraft) located in Washington DC and Las Vegas, Nevada, which can respond to radiological emergencies. Its capabilities include aerial search and photographic surveys, radiation (utilizing gamma spectroscopy) and multi-spectral scanning surveys, and real-time radiological aerial air sampling.

Department of Energy Atmospheric Release Advisory Capability (ARAC) -- This resource provides real-time computer predictions of the dispersion of radioactivity from a nuclear incident. It provides maps showing accumulated dose, airborne concentration, and contamination distribution. This resource is located at Lawrence Livermore National Laboratory.

Department of Energy Nuclear Emergency Search Team (NEST) -- A group of DOE and DOE contractor/laboratory scientists, engineers, and technicians who develop and maintain special equipment and procedures for deploying search, identification, diagnostic, disablement, damage mitigation, and other specialized support capabilities in response to lost or stolen nuclear weapons and special nuclear materials, to nuclear explosive threats, and to radiation dispersal threats.

Department of Energy Radiological Assistance Program (RAP) -- This unit serves as the initial DOE radiological emergency responder. It can assist in identifying the presence of radioactive contamination on personnel and equipment, and at the incident site; and provide advice on personnel monitoring, decontamination, and material recovery. Its equipment includes

hand-held radiation detectors, air monitors, anti-contamination clothing, and communications equipment.

Disaster Medical Assistance Teams (DMAT) -- In addition to the teams located in California, other DMAT teams from around the country can be activated and deployed by the federal government to respond to events in California.

Domestic Emergency Support Team (DEST) -- The mission of this team is to provide advice and assistance to the FBI Onscene Commander related to the capabilities of the DEST agencies and to coordinate follow-on activities.

Environmental Response Team (ERT) -- The ERT has expertise in treatment technology, biology, chemistry, hydrology, geology, and engineering. The ERT can provide access to special decontamination equipment for chemical releases and advice to the FOSC in hazard evaluation; risk assessment; multimedia sampling and analysis program; on-site safety, including development and implementation plans; cleanup techniques and priorities; water supply decontamination and protection; application of dispersants; environmental assessment; degree of cleanup required; and disposal of contaminated material.

Federal Onscene Coordinator (FOSC) -- The FOSC is predesignated by USEPA for inland areas and the USCG for coastal or major navigable waterways. FOSCs coordinate all federal environmental containment, removal, disposal efforts, and resources during an incident.

Federal Radiological Monitoring and Assessment Center (FRMAC) -- This center, managed by the DOE out of the Nevada Operations Office, coordinates federal off-site radiological monitoring and assessment activities for a nuclear incident. It provides the lead federal agency and the state with coordinated and quality controlled evaluation and interpretation of radiological monitoring and assessment data.

National Disaster Medical System (NDMS) -- The National Disaster Medical System includes the DMATs and the NMRTs, and also includes patient evacuation and transportation nationwide into definitive inpatient care. This system can be accessed to respond to terrorist incidents.

National Medical Response Teams (NMRT) -- There are three of these augmented DMATs located across the country (one in Los

Angeles), specially trained and equipped to respond to terrorist incidents and deployable to assist local response efforts within a short time frame.

Radiation Emergency Assistance Center/Training Site (REAC/TS) -- This is an on-call team of physicians, health physicists, coordinators, and support staff located at Oak Ridge Associated Universities who can provide consultation or direct medical and radiological assistance in the field. Specific areas of expertise include medical and radiological triage, decontamination procedures and therapies, diagnostic and prognostic assessments of radiation injuries, and radiation dose estimates.

Radiological Emergency Response Teams (RERTs) -- EPA's Office of Radiation Programs (ORP) can provide response and support for incidents or sites containing radiological hazards. Expertise is available in radiation monitoring, radionuclide analysis, radiation health physics, and risk assessment. RERTs can provide on-site support, including mobile monitoring laboratories for field analyses of samples and fixed laboratories for radiochemical sampling and analyses. Requests for support may be made 24-hours a day via the NRC or directly to the EPA Radiological Response Coordinator in the Office of Radiation Programs. Assistance is also available from DOE and other federal agencies.

Response Task Force-West (RTF-W): This is a US 5th Army Command and Control unit responsible for providing coordination of all Department of Defense assets that may respond to a request for assistance from the FBI or FEMA. It will utilize Defense Coordinating Officers and other personnel to provide military support to civilian authorities. It is based at Fort Sam Houston in San Antonio, Texas.

Scientific Support Coordinators (SSC) – The National Oceanic and Atmospheric Administration provides SSCs to assist the FOSC by providing expertise in environmental chemistry, oil slick tracking, pollutant transport modeling, and natural resources at risk.

Superfund Technical Assistance and Response Team (START) -- A private contractor who provides technical assistance in the form of engineering, scientific, technical, managerial, administrative, and information management support for USEPA's emergency response, removal, and prevention program.

US Army Medical Research Institute of Infectious Diseases --

This laboratory is under the US Army Medical Research and Material Command, with capability to respond to a threat or actual incident involving biological agents or materials. Its Aeromedical Isolation Team is composed of physicians, nurses, medical assistants, and laboratory technicians who are specially trained to provide care to and transport patients with disease caused by either biological warfare agents or by infectious diseases requiring high containment.

US Army Research Institute for Chemical Defense -- The Institute is responsible for the discovery, development, testing, and evaluation of medical treatments and material to prevent and treat casualties of chemical warfare agents.

US Army Technical Escort Unit -- This unit provides worldwide escort, neutralization, disposal, and emergency response to toxic chemicals, munitions, and other hazardous materials. Its personnel are trained in chemical, biological, and explosive ordnance disposal operations.

US Coast Guard National Strike Force (NSF) -- The NSF is composed of the three USCG Strike Teams, including the Pacific Strike Team, and the National Strike Force Coordination Center. The NSF is available to assist FOSCs in their preparedness and response duties.

US Coast Guard Pacific Strike Team -- Trained personnel and specialized equipment available to assist the FOSC in stabilizing and containing the spill, and in monitoring or directing response actions. It is a component of the NSF.

US Coast Guard District Response Group (DRG) -- The entity within each USCG district consisting of the combined USCG personnel and equipment, including marine firefighting equipment of each port in the district; additional prepositioned response equipment; and a district response advisory team.

US Marine Corps Chemical/Biological Incident Response Force -- This standing consequence management force is tailored to respond to terrorist initiated chemical and biological incidents.

US Navy Medical Research Institute -- The Institute provides basic and applied research in infectious diseases and environmental medicine. The program has a deployable laboratory capability.

State And Federal Resources

Detailed descriptions of agency's capabilities and resources are found in the text above.

Resource	Capability	Access
State Resources		
Disaster Medical Assistance Team (DMAT)	Volunteer medical team of doctors, nurses, paramedics, emergency medical technicians and support personnel capable of emergency and primary care.	Emergency Medical Services Authority
Metropolitan Medical Strike Team (MMST)	Multi-disciplinary teams based in San Diego, Los Angeles, San Jose, and San Francisco. Have specialized medical supply cache stored locally of particular medicines and antidotes. Assist in medical management of chemical/biological incidents, perform technical consultation, provide medical intelligence.	OES Executive Duty Officer
Poison Control Centers	Provides human poison exposure and medical/health information to responders and hospitals. Has toxicology library, immediate access to consultants, may know capability of each hospital in its coverage area.	1-800-876-4766 Statewide
Railroad Accident Prevention & Immediate Deployment Force (RAPID)	State agencies which provide environmental fate, human health effects, cleanup technology, and laboratory services support.	OES Executive Duty Officer DTSC Duty Officer
Federal Resources		
DOE Nuclear Emergency Search Team (NEST)	A team of specially trained responders with special equipment capable of locating radioactive materials and handling damaged nuclear weapons. NEST is prepared to respond to terrorist incidents.	DOE Region 7 in Oakland
Accident Response Group (ARG)	Team prepared to respond to any nuclear weapons, weapons components, or special nuclear materials accident.	DOE
Aerial Measuring System (AMS) There is also a ground vehicle mounted version of this capability known as KIWI.	Aerial search and photographic surveys, radiation and multi-spectral surveys, real time radiological aerial air sampling.	DOE
Atmospheric Release Advisory Capability (ARAC)	Real time computer predictions of dispersal. Maps showing accumulated dose, airborne concentration, and contamination distribution. Can provide an estimate of the radiological health consequences.	DOE
Radiological Assistance Program (RAP)	Initial radiological response group. Identifies presence of radiation and contamination. Provides advice on monitoring, decontamination, and material recovery.	DOE
Radiation Emergency Assistance Center/Training Site (REAC/TS)	An on-call team of physicians, health physicists, coordinators, and support staff which can provide consultation or direct medical and radiological assistance in the field.	DOE

Resource	Capability	Access
US EPA Radiological Emergency Response Team (RERT)	Response and support for radiological hazards.	EPA Onscene Coordinator
National Response Team (NRT)	Coordinates supply of personnel, equipment, technical advice to/among affected regions/districts.	EPA/USCG Federal Onscene Coordinator
Regional Response Team (RRT)	Provides same capability as NRT within each region/district.	EPA/USCG Federal Onscene Coordinator
NRT/RRT Special Forces: NSF, SSC, ERT		
National Strike Force (NSF)	Consists of 3 USCG strike teams and the National Strike Force Coordination Center.	EPA/USCG Federal Onscene Coordinator
Scientific Support Coordinators (SSC)	Environmental chemistry, chemical fate and transport support.	EPA/USCG Federal Onscene Coordinator
US Coast Guard Pacific Strike Team (Part of the NSF.)	Stabilizing and containing spills, and monitoring response actions.	EPA/USCG Federal Onscene Coordinator
US EPA Emergency Response Team (ERT)	Expertise in treatment technology, water and personnel decontamination, chemistry, biology, engineering, onscene safety; access to decontamination equipment.	EPA Federal Onscene Coordinator
USCG District Response Group (DRG)	Personnel, equipment (including marine firefighting and prepositioned equipment and supplies.)	USCG Federal Onscene Coordinator
Technical Assistance Team (TAT)	Private contractor providing engineering, scientific, technical, managerial, administrative, and information management support for USEPA's emergency response, removal, and prevention program.	EPA Federal Onscene Coordinator
Disaster Medical Assistance Team (DMAT)	Volunteer medical team of doctors, nurses, paramedics, emergency medical technicians, and support personnel.	USPHS or FEMA
National Medical Response Team (NMRT)	Augmented DMATs (one in Los Angeles) specially trained and equipped to respond to terrorist incidents.	USPHS or FEMA
Chemical/Biological Rapid Deployment Team (CBRDT)	Provides medical and epidemiological services; chemical/biological warfare & hazardous materials experts; explosives disposal and environmental monitoring personnel. Made up of personnel from various federal agencies	USPHS, FEMA, or FBI
US Marine Corps Chemical/Biological Incident Response Force (CBIRF)	This standing consequence management force is tailored to respond to terrorist initiated chemical and biological incidents.	DOD, FEMA, or FBI

RECOVERY

State Recovery:

The State of California, Office of Emergency Services administers several programs designed to assist victims of a disaster. The activation of these programs is based upon a Declaration of a State of Emergency by the Governor.

Response/recovery funds under the state Natural Disaster Assistance Act (NDAA) would not, typically, be provided for terrorist incidents, since NDAA funding can be used only for activities associated with natural disasters as defined in California's Government Code, Section 8680.3.

Presumably, response/recovery-incurred expenses will be borne by the responder without a federal disaster declaration. The State Emergency Plan should be consulted for more information about these programs. In some cases, recoupment may be sought from a legally responsible party. Consult legal counsel for this option.

Federal Recovery:

The President may declare a federal "emergency" under Title V of the Stafford Act. The emergency declaration only covers disaster-related emergency debris removal and emergency protective measures. As disaster damage information is collected and evaluated, the President may change the "federal emergency" to a "major disaster" declaration. The recovery efforts of the federal government are guided by the Stafford Act. More information can be found in the FRP and the regulations implementing the Act.

If a terrorist incident creates a nuclear emergency which results in contamination, site restoration will be based on technical considerations (primarily health and safety) at the time of the event. The Price-Anderson Act, which is designed primarily to address cost recovery for accidents at commercial nuclear power plants, including transport of nuclear fuels, does not specifically address terrorism, theft, sabotage, or diversion of nuclear materials.

Note: A "Crisis management response" (as defined in the Federal Response Plan) may not be funded through a Presidential declaration.

The responsibilities for recovery by federal agencies are illustrated in the "Federal Agency Response and Recovery Roles and Responsibilities" table on page 30.

State Agency Recovery Roles and Responsibilities

L = LEAD S = SUPPORT	C C C	C A	C D C	E M S A	E D D	D O F	D F G	C D F A	C D F	F T B	D G S	D H S	C H P	H C D	D I R	D O I	D M H	C N G	O E S	D P A	P B	S S C	D S S	D W R
MANAGEMENT																								
Emergency Management																			L					
Liaison																			L					
Safety																			L					
Public Information																			L					
PLANNING/INTELLIGENCE																								
Advance Planning							S							S					L				S	S
Reports				S								S							L					
Displays									S										L					
Mitigation																			L			S		S
Demobilization									S									S	L					
OPERATIONS																								
Public Assistance																			L					S
Individual Assistance		S			S			S		S		S		S		S	S		L				S	S
LOGISTICS																								
Communications/Info. Systems											S	S							L					
Cost Accounting						S													L					
Facilities	S		S						S										L					
Personnel					S														L	S	S			
Resources									S		S								L					
Transportation											S		S						L					
FINANCE/ADMINISTRATION																								
Compensation															S				L					
Purchasing									S		S	S							L					

Lead Agency: Responsible for the overall management or coordination of a particular function.

Support Agency: Responsible for providing support to the Lead Agency during response and recovery operations.

TRAINING AND EXERCISES

It is well understood that training enhances the capabilities of organizations and individuals to respond to and resolve problems. In an area as variable and subject to change as terrorism, it is particularly important to maintain and enhance the capabilities of government agencies to meet this threat.

In support of this plan, the Office of Emergency Services shall assess training needs and develop and provide training programs for state agency personnel, local government representatives, and others to address the topic of terrorism generally, and specifically to address threat assessment, intelligence, response to and recovery from terrorist events. The California Specialized Training Institute (CSTI), the training arm of OES, should be contacted regarding available training related to preparing for and responding to terrorist incidents.

Further, it has been proven that the practice and improvement of learned skills is best accomplished through practical exercising of those skills. It is the stated intent of this plan that the Office of Emergency Services shall develop and administer exercises to test and enhance the capabilities of state agencies, local governments, and related entities to prepare for, respond to, and recover from terrorist events in California.

ACRONYMS

ARB	Air Resources Board
CALTRANS	California Department of Transportation (DOT in State Agency Tables)
CCC	California Conservation Corps
CDC	California Department of Corrections
CDF	California Department of Forestry and Fire Protection
CDFA	California Department of Food and Agriculture
CHP	California Highway Patrol
CNG	California National Guard
CYA	California Youth Authority
DFG	California Department of Fish and Game
DHS	California Department of Health Services
DIR	California Department of Industrial Relations (CALOSHA)
DMAT	Disaster Medical Assistance Team
DOD	United States Department of Defense
DOE	United States Department of Energy
DOEd	United States Department of Education
DOJ	California Department of Justice
	United States Department of Justice
DOT	United States Department of Transportation
DPR	California Department of Pesticide Regulation
DTSC	California Department of Toxic Substances Control
DWR	California Department of Water Resources
EMSA	California Emergency Medical Services Authority
EOC	Emergency Operations Center
EOPT	Emergency Operations Planning & Training (OES Division)
FBI	United States Federal Bureau of Investigation (Justice Department)
FBI OSC	FBI Onscene Commander
FEMA	Federal Emergency Management Agency
FOSC	Federal On Scene Coordinator
FRERP	Federal Radiological Emergency Response Plan
FRP	Federal Response Plan
FTB	California Franchise Tax Board
HHS	United States Department of Health and Human Services
HMICP	Hazardous Materials Incident Contingency Plan
LFA	Lead Federal Agency
WMD/NBC	Weapons of Mass Destruction/Nuclear, Biological, Chemical
NCP	National Oil and Hazardous Substances Pollution Contingency Plan
NEST	Nuclear Emergency Support Team
NRT	National Response Team
OEHHA	California Office of Environmental Health Hazard Assessment
OES	California Office of Emergency Services
OSC	Onscene Commander (FBI)
REOC	Regional Emergency Operations Center (OES)
SEMS	Standardized Emergency Management System
SEP	State Emergency Plan
SOC	State Operations Center
SSCOT	State Strategic Committee on Terrorism
S-TAC	State Threat Assessment Committee
SWRCB	California State Water Resources Control Board
USCG	United States Coast Guard
USEPA	United States Environmental Protection Agency

DEFINITIONS

Administrative Order: A formal document negotiated by the Director of OES with a state agency that details the responsibilities and activities that a state agency may be required to perform through the phases of an emergency or a disaster. It is an extension of Governor's Executive Order W-9-91 which establishes basic emergency preparedness objectives and policies to be carried out by state officials. It also provides a basis for a state agency to perform emergency planning, develop emergency plans and procedures, train its employees, and engage in exercises and drills.

Agency Representatives: An individual assigned to an incident command post or emergency operations center from another agency. The agency representative should be able to speak for his/her agency within established limits and facilitate requests for information and assistance to his/her agency.

California Emergency Organization: Civil government organized and augmented or reinforced during an emergency by auxiliaries, volunteers, persons pressed into service, the private sector, and community based organizations.

Consequence Management: The management of federal, state, and local assets which will respond to any terrorist incident that has the potential for generating mass casualties or destruction. This includes appropriate planning and response efforts in concert with law enforcement crisis management efforts.

Crisis Management: Measures to identify, acquire, and plan the use of resources needed to anticipate, prevent, and/or resolve a threat or act of terrorism. The federal government has primary authority to prevent and respond to acts of terrorism. State and local government provide assistance if required. Crisis management is primarily a law enforcement response. It may be supported by technical operations and consequence management which may operate concurrently.

Emergency Operations Center: A location from which centralized emergency management can be performed.

Federal Radiological Monitoring and Assessment Center: An operations center usually established near the scene of a radiological emergency from which the federal field monitoring and assessment assistance is directed and coordinated.

Field Emergency Operations Center: A facility near the scene of a radiological emergency from which the California Department of Health Services field emergency coordinator provides radiological support to local governments.

Joint Operations Center: The center established by, and under the direction of the FBI at or near the site of event that serves as the nucleus for the decision-making, coordination, and

overall management of ongoing operations. The JOC is an expansion of the onscene FBI Command Post.

Lead Federal Agency: The federal agency which is responsible for leading and coordinating all aspects of a federal radiological response pursuant to the Federal Radiological Emergency Response Plan. It is determined by the type of emergency. In situations where a federal agency owns, authorizes, regulates, or is otherwise deemed responsible for the facility or radiological activity causing the emergency and has authority to conduct and manage federal actions onsite, is normally the LFA. The LFA may be the Nuclear Regulatory Commission, Department of Energy, Department of Defense, National Aeronautics and Space Administration, or the Environmental Protection Agency.

Liaison Officer: The main point of contact and coordinator for providing support to Agency Representatives.

Major Consequences: Consequences that exceed the state and local authorities capabilities and require a federal consequence management response.

National Defense Area: An area established on non-federal lands, within the US, to safeguard classified defense information or to protect Department of Defense equipment or material. Establishing a National Defense Area occurs only in an emergency and places the defined area under the control of the Department of Defense.

National Security Area: An area established on non-federal lands, within the US, to safeguard classified information or to protect Department of Energy or National Aeronautics and Space Administration equipment or material. Establishing a National Security Area occurs only in an emergency and places the defined area under the control of the Department of Energy.

Significant Threat: The confirmed presence of an explosive device or WMD capable of causing a significant destructive event, prior to actual injury or property loss.

Terrorist Incident: A violent act, or an act dangerous to human life, in violation of the criminal laws of the United States or of any State, to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives.

Weapons of Mass Destruction: (A) Any destructive device as defined in section 921 of Title 18 U.S.C., any explosive, incendiary, or poison gas, bomb, grenade, rocket having a propellant charge of more than four ounces, missile having an explosive or incendiary charge of more than one quarter ounce, mine or device similar to the above; (B) poison gas; (C) any weapon involving a disease organism; or (D) any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.

REFERENCES

California State Emergency Plan, OES, 1998

California Emergency Services Act

California Law Enforcement Mutual Aid Plan

California Nuclear Emergency/Terrorism Response Plan, OES, September, 1991

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Department of Health and Human Services Health and Medical Services Support Plan for the Federal Response to Acts of Chemical/Biological (C/B) Terrorism, USPHS, June, 1996

Federal Response Plan Terrorism Incident Annex, FEMA, February, 1997

Hazardous Material Incident Contingency Plan, OES, 1991

Nuclear Incident Contingency Plan, FBI Draft, unclassified

Nuclear Power Plant Emergency Response Plan, OES, 1998

Presidential Decision Directive-39, June 21, 1995, unclassified abstract

Radiological Assistance Program Plan, DOE-Region 7, August, 1996

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California-Federal Emergency Operations Center Guidelines, OES, 1998